

A
GENERAL VIEW
OF THE
NATIONAL POLICE SYSTEM,
RECOMMENDED BY
THE SELECT COMMITTEE OF FINANCE
TO THE HOUSE OF COMMONS;
AND
THE FUNCTIONS
OF
The proposed Central Board of Police Revenue:
WITH
OBSERVATIONS ON THE PROBABLE EFFECTS
OF THE
GENERAL DESIGNS IN THE PREVENTION OF CRIMES,
AND
IN SECURING THE RIGHTS OF THE PEACEFUL SUBJECT.

By P. COLQUHOUN, LL.D.

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1799.

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As no perfect idea appears yet to have been formed of the *nature, utility, and practical effect*, of the New System of Police recommended by the Select Committee of the House of Commons, the Author of this *General View*, of a design so important to the Security of Life and Property, has felt it his duty to print a small Number of Copies for the use and inspection of the Members of his Majesty's Government.—If this elucidation shall contribute, in any degree, to the accomplishment of a measure so apparently replete with benefit to all ranks of the Community, he will rejoice in reflecting, that his well-meant labours, for the good of his Country, have not been in vain.

London, October 15, 1799.

A GENERAL VIEW, &c.

THE publication of the "Treatise on the Police of the Metropolis" early in the year 1795, having not only excited general attention, but the object of that Work being honoured with the express approbation of the Sovereign and his Majesty's Minister for the Police department *, and also the Public at large, as forming

Saturday, 13th August, 1796.

* "SIR,

"I had the pleasure of receiving on the 2d instant two marks of your attention and confidence, for which I consider myself as very much obliged to you. The first, I mean your new Edition on "The Police of the Metropolis," is a debt in which—though my public station gives me a right to claim a priority—all the King's Servants, all the friends of Order and good Government; in short, all the well-meaning part of the public into whose hands it may fall will certainly insist upon bearing their share of in common with me; for I can assure you, that I have not even heard that Work named without applause and gratitude.

"I will not fail to present to the King the Copy which you very properly desire to offer to His Majesty, to whom I am authorized to assure you that this second Edition will give great satisfaction, as he had repeatedly observed the necessity of it, and the advantage which would result from it.

"Whenever it may be convenient to you to pass this way I shall be obliged to you for giving me an opportunity of repeating to you these sentiments, and assuring you of the regard and esteem with which, I am, Sir,

"Your faithful humble Servant,

"To P. Colquhoun, Esq.

"PORTLAND."

forming a ground-work for those legislative improvements which were to ameliorate and better the condition of Society, by preventing crimes, and more effectually securing the rights of innocence; the Author of that Work felt peculiarly gratified in being called upon by the Select Committee of the House of Commons on Finance, to explain his ideas on the means of improving the Police System, with a view to its general effect, and to the reduction of the expence in that branch of the civil Government of the Country.

After a laborious investigation, which occupied several months, the Committee at the close of the Session of 1798 made their final Report,* in which, after stating it as their opinion, "that the general tendency of our œconomical arrangements upon

Burlington-House, Thursday, March 23, 1797.

"SIR,

"I have had the honour of presenting to the King the fourth Edition of your "Treatise on The Police of the Metropolis," which you desired me to lay at his Majesty's feet; and I am commanded to express to you the satisfaction with which his Majesty observes your unremitting and zealous attention to all the objects which come within the scope of your official situation, and to the means of establishing a system of morality and good order in this Metropolis.

"After this it would ill become me to add any thing upon the subject, unless to thank you for the Copy of your Work, which you have been so good as to send me; and to assure you that I am, Sir,

"Your most obedient humble Servant,

"To P. Colquhoun, Esq.
Worship-Street.

"PORTLAND."

* See the 28th Report of the Select Committee of the House of Commons on Finance.

“ this subject is ill calculated to meet the accumu-
 “ lating burdens, which are the infallible result of
 “ so much error in our System of Police”—they re-
 commended it to Parliament to reduce or consoli-
 date “ the two offices of Hawkers and Pedlars,
 “ and Hackney Coaches, into a Board of Police
 “ Revenue, under the direction of a competent num-
 “ ber of Commissioners, with such Salaries as should
 “ bid fair to engage talents adequate to the situation,
 “ and as should be sufficient to command the whole
 “ exertion of those talents.—That the Receiver of the
 “ Police offices, should be the Receiver-General of
 “ the funds proposed to be collected by this Board.—
 “ That the superintendence of aliens should form a
 “ part of its business.—That the fees and penalties re-
 “ ceived at the several offices of Police, together with
 “ the Licence-duties and penalties, if any, which shall
 “ be in the collection of this consolidated Board, shall
 “ make one common fund, out of which all salaries
 “ and expences of the several offices of Police should
 “ be defrayed, as well as all those of the Consoli-
 “ dated Board, and that all payments whatever
 “ should be made by the Receiver, under the sanc-
 “ tion of this Board, subject to the approbation of
 “ the Lords Commissioners of his Majesty’s Trea-
 “ sury.—That the accounts of the Receiver should
 “ be audited and signed by the Board before being
 “ delivered to the Treasury, or the office for audit-
 “ ing accounts.—That the balances in the hands of
 “ the Receiver, after retaining what may be suffi-

“ cient for current expences, should be paid into
 “ the Exchequer at frequent and fixed periods.—
 “ That Magistrates of Police should be impowered
 “ to distribute small rewards to Constables or others,
 “ for meritorious services, to be paid by the Reve-
 “ nue, after receiving the sanction of the Board :
 “ And further, that the Board should have power to
 “ make Bye-laws for the regulation of such Minor
 “ Objects of Police as relate to the objects of their
 “ superintendance, and to the control of all Coaches,
 “ Chairs, Carts, Barrows, and the conduct of all
 “ Coachmen, Chairmen, Carters, &c. and the re-
 “ moval and prevention of annoyances, and the
 “ correction of all offences against the cleanliness,
 “ the quiet, and the free passage of the Streets of the
 “ Metropolis, similar to the powers now possessed
 “ by the Commissioners of Hackney Coaches, and
 “ subject in like manner to the approbation of the
 “ Superior Judges in the Courts in Westminster-
 “ Hall.”—The Committee further recommend that
 two additional Police Offices should be established
 in the City of London, consisting each of three Ma-
 gistrates, to be named by the Lord-Mayor and
 Aldermen, and paid out of the general funds, and to
 have Commissions from the Crown, extending over
 the whole Metropolis, and the counties of Middle-
 sex, Kent, Essex, and Surrey ; and that the Com-
 missions of the Magistrates of the other eight
 Offices should extend in like manner over the whole
 Metropolis, and the four above-mentioned Coun-
 ties.

ties.* And finally, the Committee recommend that no time should be lost in carrying into effect the Plan and Proposal of Jeremiah Bentham, Esq. for employing and reforming Convicts, as a measure which bids fairer than any other that was ever offered to the Public, to diminish the Public expenditure in this branch, and to produce a salutary Reform in the object of the proposed Institution.

Other measures are stated by this Committee as well calculated to facilitate the means of detection and conviction of Offenders, and to reduce the expence which is now borne by the Public, or sustained by private Individuals, in the maintenance of a very inefficient Police ; while they seem calculated to lessen the growing Calendars of Delinquency, but which may be better matured after the consolidation of the Offices here proposed shall have taken place.—
 “ Such as the appointment of Counsel for the Crown,
 “ with moderate Salaries, to conduct all Criminal
 “ Prosecutions, and rendering the Solicitor to the
 “ Board useful, either in such Prosecutions as any
 “ of the Public Officers might find it necessary to
 “ institute ; or in such Criminal Prosecutions at the
 “ suit of Individuals, as the Public Justice of the
 “ Country should render expedient.—Such as a Register of Lodging-houses in the Metropolis.—Such
 “ as the establishment of a Police Gazette, to be
 “ circulated at a low price, and furnished gratis to
 “ all

* It is not proposed in the Bill, now in preparation, hereafter stated, to introduce any thing respecting the City of London.

“ all persons under the superintendence of the Board;
 “ who shall pay a licence duty to a certain amount :
 “ And such also as an Annual Report of the state
 “ of the Police of the Country.”

In considering this Report in general, it is no slight gratification to the Author of the “ Treatise on the Police,” to discover that all the great features of his original design for giving to Police its genuine character, unmixed with those judicial Powers which lead to punishment, and properly belong to Magistracy alone, have been sanctioned by such high authority.

In taking a general view not only of what is specifically recommended by the Select Committee of the House of Commons; but also of the Report itself, two leading objects appear to be in contemplation—namely.—

1st. The prevention of crimes and misdemeanors, by bringing under regulations a variety of dangerous and suspicious trades; * the uncontrolled exercise of which by persons of loose conduct, is known to

* The Trades alluded to are these following,—vide Appendix (C) 28th Report of Select Committee of the House of Commons on Finance, page 45, 46, and 47.

New Revenues.

1. Wholesale and Retail Dealers in old Naval Stores, Hand-stuff and Rags.
2. Dealers in second-hand wearing Apparel, Stationary and Itinerant.
3. Dealers in old Iron and other Metals, &c.
4. Founders and others using Crucibles.

5. Persons

to contribute in a very high degree to the concealment, and by that means to the encouragement and multiplication of crimes.

- 2d. To raise a moderate Revenue for Police purposes from the persons who shall be thus controlled, by means of Licence duties, and otherwise, so modified as not to operate as a material burden; while a confident hope is entertained, that the amount of this revenue will go a considerable length in relieving the finances of the country, of the expences at present incurred for objects of Police, and that, in the effect of the general System, a considerable Saving will arise, in consequence of the expected diminution of crimes, particularly as the chief part of the expence appears to arise after delinquents are convicted.*

By

5. Persons using Draught and Truck Carts for conveying Stores, Rags, and Metals.
6. Persons Licenced to slaughter horses.
7. Persons keeping Livery Stables, and letting Horses for hire.
8. Auctioneers, who hold periodical or diurnal Sales.

Existing Revenues proposed to be transferred with a view to a more effectual control, and to an improved Finance.

9. Hackney Coaches and Chairs.
10. Hawkers and Pedlars.
11. Pawn Brokers.
12. Dealers in Horses.

N. B. The new Revenues are Estimated to yield . £. 64,000
The increase of the existing Revenues is stated at . . . 19,467

£. 83,467

* The amount of the general expence of the Criminal Police of the

By the consolidation of the two Boards of Hackney Coaches, and Hawkers and Pedlars, the functions

the Kingdom as stated by the Committee on Finance in their 28th Report is as follows :

1st. The annual average of the total expence of the Seven Public Offices in the Metropolis, from the institution in August 1792 to the end of the year 1797, being a period of $5\frac{1}{2}$ years £.18,281 18 6

2d. The total expence of the Office at Bowstreet, in the year 1797, including remunerations to the Magistrates in lieu of fees, perquisites, and special services, and the expence of the patrol of 68 persons 7,901 7 7

Total expence for the Metropolis 26,183 6 1

3d. The money paid to the several Sheriffs for the conviction of Felons in 1797 . . . 9,650 0 0

4th. The expence of maintaining Convicts on board the Hulks, (exclusive of 415 under Sentence of Transportation in the different gaols), amounted in 1797 to £.32,080 0 0

5th. The expences incurred in the employment of Convicts by the Navy and Ordnance Boards, probably amounting to not less than from 10l. to 20l. per Man per annum, were by computation 1,498 14 10 $\frac{1}{4}$

Carried over	33,578 14 10 $\frac{1}{4}$	35,833 6 1
		6th. The

tions of the Commissioners will become very extensive and laborious, since in addition to the inspection and control of the different suspicious trades proposed to be licenced, it will be useful to the Public, and, indeed, the System will be incomplete, unless they not only keep constantly in their view the general

Brought over £. 33,578 14 10 $\frac{1}{4}$	£. 35,833 6 1
6th. The annual average of cloathing, victualling, and transporting Con- victs, and of the Civil, Military, and Marine Departments of New South Wales, and Nor- folk Island, from 1786 to 1797	86,457 12 11 $\frac{1}{2}$
	<hr/>
	120,036 7 9 $\frac{3}{4}$
	<hr/>
	155,869 13 10 $\frac{1}{4}$

To which add the farther sums
annually charged on the
County Rates, or incurred
in places having peculiar
Jurisdiction in England . . 50,000

Borne by the Sheriffs in Eng-

land	10,000	60,000 0 0
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Total for all England	215,869 13 10 $\frac{1}{4}$
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Expende of Court of Justiciary in Scotland

2,553*l.* 6*s.* 8*d.*—Circuits 2,700*l.*—Criminal

Prosecutions 2,500*l.*—Sheriffs' Salaries 6,550*l.*

—Substitutes 2,300*l.*—Sheriff of Edinburgh

500*l.*—Arrears of Surplusage to Sheriffs

1,180 <i>l.</i> 14 <i>s.</i>	18,284 0 8
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Total expence of Criminal Police for Great-

Britain	£234,153 14 6 $\frac{3}{4}$
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Calendar

Calendar of delinquency ; but also carry into effect such plans as, on mature deliberation, (and many will unquestionably be found practicable,) shall, in a great measure, prevent the terror—dangers—losses and inconveniences which arise from foot-pad and highway robberies, burglaries, and other atrocious offences, which are so prevalent in and near the Metropolis at present.—This duty will naturally attach to the Central Board, and which the Commissioners, (from the accurate information their situation will enable them to procure, and the Civil Force they may have at their disposal,) will be well qualified to execute with advantage to the Community ; and while competent pecuniary resources will arise from the Licence Duties imposed, aided by legislative regulations, applicable to this, and other objects tending to the general prevention of Crimes, blame may fairly be imputed wherever a considerable degree of success is not manifest, by the gradual diminution of the more atrocious, as well as the minor offences.

The Select Committee of the House of Commons having stated it as their opinion, that the principle upon which the plan which has been brought under their review is founded, “ *is liable to no error ; and that supposing it faithfully executed it gives the fairest prospect of success :*” the Public begin now anxiously to look for an enjoyment of the benefits which may be expected to result from its adoption.

As its leading feature is the security of the *rights*
of

of the innocent, with respect to their Life, Property, and Convenience, the measures of this Board must, in a peculiar degree, be directed with prudence and discretion to this particular object. This will be effected not only by increasing the difficulty of perpetrating offences, through a control over those Trades by which they are facilitated and promoted, but also by adding to the risk of detection, by a more prompt and certain mode of discovery wherever crimes are committed. Thus must the idle and profligate be compelled to assist the State, by resorting to habits of industry, while the more incorrigible delinquents will be intimidated and deterred from pursuing a course of turpitude and criminality, which the energy of the Police will render too hazardous and unprofitable to be followed up as a trade ; and the regular accession of numbers to recruit and strengthen the hordes of criminal delinquents, who at present afflict Society, will be in a great measure prevented.

These objects (in the opinion of the Select Committee) are to be attained by the establishment of a *Central Board of Police Revenue* ; the views of the Members of which should be directed to the means of adding “ Security to the Person and Property of the peaceful Subject ; the Morals of the People, and the general Finances of the Country ; by those powers of action which are likely to operate most beneficially towards the prevention of Crimes.”

To

To accomplish these purposes it would seem, (after mature deliberation,) to be necessary not only to extend the Licensing System over the whole Kingdom; but also to form a *chain of connection* between the Central Board, and every district of the Country, with a view as well to a more effectual Control over those suspicious Traders, who are to become immediate objects of attention on the part of the Police, as to establish a more correct and certain mode of collecting the proposed Revenue.

This chain of connection would appear to be only attainable through the medium of Select local Magistrates,* to whom a certain degree of responsibility would attach, and who by means of Stationary Surveyors, and Constables, appointed by themselves, and under their immediate Control, would be enabled to superintend the collection of the Licence Duties, and in a particular manner to inspect into, and regulate the general Police of the District, while in conjunction with other Justices in the division, they granted the Annual Licences to the different Dealers upon the same plan which is at present pursued with respect to Alehouses.

* It is presumed, that the distinction of *Select Magistrates*, joined to the patronage arising from the appointment of inferior Officers of Police in the respective Districts of the Country, (as Surveyors and Collectors of Licence Duties and Select Constables), would be considered as a sufficient inducement to men of Property, talents, and respectability, to undertake this very honourable Trust: to which it may reasonably be hoped, that many would be stimulated, in a particular degree, by the impulses of patriotism, and a desire to introduce a correct and improved System of Police in their respective Districts.

From

From this general rule however, on account of the peculiar situation of the Metropolis, a deviation might be necessary and useful to the Public. It would, therefore, seem that the Dealers resident within a certain distance round the Metropolis, should receive their Licences from the Central Board, and be immediately under its control.—The advantages resulting from this arrangement are obvious.—The chief part of the Receivers, and Criminal Dealers, who contribute in so great a degree to the increase and concealment of the numerous offences, which are committed in and near the Metropolis, require that the superintendence should not be divided, but that it should be confined intircly to the Board, where all intelligence is supposed to center; and whose peculiar duty it will be to watch the progress of Crimes in all their ramifications, and to adopt measures for preventing the growing corruption of Morals, by which every species of delinquency is generated.

For the purpose therefore of compassing this and every other object in the view of the Select Committee, it is suggested that the proposed Board should be authorized to exercise the following

FUNCTIONS:

- I. To manage that branch of the Police which relates to Hackney Coaches and Chairs.—To enforce strictly the laws now in being for the better ordering this system so necessary to the comfort and convenience of the metropolis.—To obtain new powers

powers (where wanting) to compel a greater degree of cleanliness and security, with respect to these vehicles.—To banish, if possible, from the fraternity those criminal characters denominated *Flash Coachmen*, and to secure civility, and prevent imposition.—For this last purpose a department should be continued, as at present, (a part of the Institution,) having a concurrent jurisdiction with other Magistrates, for the purpose of hearing and determining disputes between Coachmen and the Public.

II. To execute the laws relative to Hawkers and Pedlars.—To regulate and improve the System respecting this suspicious class of Dealers, and more effectually to extend the control over them by means of the Select Magistrates in each District of the Country where they travel, for the purpose of more narrowly watching their conduct.

III. To grant Licenses in the Town District (*i. e.* within the limits of the Penny-Post,) while the Select and other Justices grant similar Licences in the Country ;) under the authority of the proposed general Police Bill, to the following Traders, and others,* viz.

1st Pur-

* Nothing can exceed the pains and labour which have been bestowed in settling the description of the persons, proposed to be licenced, with a view to an accurate system of Legislation. A regard to this accuracy made it necessary to abandon two classes recommended by the proposer to the Select Committee ; because on attempting

- 1st. Purchasers of second-hand, and other Household goods, for Sale.
- 2d. Wholesale purchasers of Rags, and unserviceable Cordage, for Sale to Paper-makers.
- 3d. Retail Purchasers of Rags, and unserviceable Cordage, for Sale to Paper-makers.
- 4th. Purchasers of second-hand Apparel, made up Piece-goods, and Remnants for Sale.
- 5th. Walking or Itinerant Purchasers of second-hand Apparel, made-up Piece-goods, and Remnants for Sale.
- 6th. Purchasers of second-hand Naval Stores, for Sale.
- 7th. Wholesale Purchasers of second-hand Metals, for Sale.
- 8th. Retail Purchasers of second-hand Metals, of persons in general, for working up.
- 9th. Every Worker of second-hand Metals purchasing the same, from persons in general, and not from Licenced Dealers.
- 10th. Purchasers of second-hand Building Materials for Sale.
- 11th. Persons keeping Draught Carts for second-hand-goods, purchased for Sale.
- 12th. Persons keeping Hand or Truck Carts for second-hand goods purchased for Sale.

attempting to frame a Bill, it was found impracticable in one case, and impolitic in another, to apply Legislative rules that would not either be defeated, or invade the privileges of innocence.*

* Persons keeping Crucibles, and Auctioneers.

13th. Sellers of Unredeemed Pledges, otherwise than by Auction: and also to control and inspect the conduct of these dealers, so as if possible to confine them to the innocent part of their Trades; and to collect and receive the respective Licence duties.*

IV. To grant Licences also in like manner to other Traders, which are already under some degree of Legislative regulations; (but which require a more efficient Control,) provided it shall be thought expedient by the Legislature to transfer these branches to the proposed Board, as requiring in a particular degree the superintendence of the Police System, viz.

1st. Pawn-Brokers in Town and Country.

2d. Persons keeping Slaughtering-houses for Horses, and other Animals, not for the food of Man.

3d. Dealers in Horses, and persons hiring, keeping at Livery, and transferring Horses from hand to hand, with a view to establish a check against

* If Twine Spinners and Rope Spinners of a certain class could be brought under similar regulations, it would prove extremely beneficial, inasmuch as the small Manufacturers in this line are known to give considerable facilities to the Stealers of Hemp on the River Thames.—A number of small Rope and Twine Manufacturers have undersold the fair trader, by working up Stolen Hemp, purchased at half price; and it is but too evident from discoveries which have recently been made, that this evil has gone to a very great extent, and that considerable benefits would be derived to the Public, by placing *Twine and White Rope Spinners* under the control of the Police, at least within the proposed District of the Metropolis.

Highway

Highway Robberies, and to defeat those subtle tricks which prevail in the Sale of Horses.

And also to collect the Licence and other Duties, (which might, in respect to the transfer of Horses, be rendered extremely productive without being felt as a burden), and to inspect the conduct of these classes with a view to the prevention of Frauds, and other offences.

V. To grant Licences in like manner to all persons (except those employed in his Majesty's Mints), who shall erect or set up any cutting Engine for cutting round Blanks by the force of a Screw ; or any Stamping Press, Fly, Rolling Mill, or other instrument for Stamping, flatting, or marking Metals, or Bank Notes ; or which, with the assistance of any Matrix, Stamp, Die, or Plate, will stamp Coins or Notes—so as to prevent the enormous evils constantly experienced by the Coinage of Base Money, and the counterfeiting of Bank Notes :—A system whereby the criminal part of ingenious Artists could be kept under the immediate view of the Police, is so obvious in a Commercial Country, as to require no elucidation. And the measure is the more desirable, as the reputable part of the Artists and Manufacturers who have occasion to keep Presses for innocent and useful purposes, have no objection to such regulations.*

c

VI. These

* See the Chapter on the subject of Base Coin, in the *Treatise on the Police of the Metropolis*, and the remedies ultimately proposed in

VI. These Commissioners, after deducting the necessary expences, should pay into the Exchequer weekly, through the medium of a Receiver, the whole Revenues collected by them for Police purposes; and it is to be hoped, notwithstanding the very low Rates of the Licence Duties proposed, that, *including the Horse Police*, the aggregate Collection would go very far towards easing the resources of the Country of the expence of what the Select Committee of the House of Commons denominate, *a very inefficient System of Police.**

VII. It would be the duty of the Commissioners to superintend, with great strictness, the conduct of their

in the 6th Edition of that Work, for suppressing this enormous evil.—The Author of this *General View* has great satisfaction in stating, that a Bill is now prepared, grounded chiefly on his suggestions, for improving the Coinage Laws; and that sanguine hopes are entertained of its passing during the present Session of Parliament.—The proposition now made of bringing this feature of Police, so far as relates to *Presses*, and other *Machinery*, under the inspection of the proposed *Central Board*, will certainly have a powerful effect in deterring evil-minded persons from following the Trade of Coiners of Base Money, or Engravers and Stampers of forged Bank Notes.—In this kind of Control, the Police Revenue Board would have an advantage arising from the nature of the System, which may be considered as *invaluable in a national point of view*, since no part of the Country, however remote, could be said to be out of their reach, as Officers, under their immediate Control, would be found every where.

* From an estimate which has been made, these three Classes mentioned in division IV. might be made to produce above 100,000*l.* for Police purposes, in addition to what is received at present from Pawnbrokers, and Horse Dealers.—The chief part would arise from the transfer of Horses.

Subordinate

Subordinate Officers, both in the Town and Country Districts, and to be careful that those who were entrusted with the collection of the Licence Duties gave proper Security ; † and that in their conduct, in Surveying and Watching the Movements of the different Dealers, they manifested the greatest degree of vigilance, prudence, and discretion.—Above all, that they were regular in their Payments, and remittances, so as not to incur the penalties inflicted by the proposed Act on defaulters.

VIII. To correspond with the Select Magistrates in every District in the Kingdom, and not only to receive from them useful information, relative to offences which have been committed, and all other matters within the scope of the Functions of these Select Magistrates ; but also to give them their advice and assistance in every case where it is found necessary, for the purpose of the preservation of peace and good order, and the due administration of the Laws ; and particularly as it may apply to

† The most æconomical mode would, apparently, be to consolidate in one person the office of *Select Constable*, and *Collector of the Licence Duties* in the respective Districts, having it understood that the poundage received on the money paid to the Board, should not only be considered as a remuneration for the Collection ; but also as a reward for occasional Services in the general Police Department.—By such an arrangement, a chain of Select and reputable Officers may be established all over the Country, without being felt as a burden of any kind on the Community ; while those Services under the general arrangements of the Board, could not fail to be productive of infinite benefits in the well-ordering of Society.

those Select Magistrates who reside near the Sea-Coasts of the Kingdom, that in all cases of Shipwreck, measures may be pursued, and the laws enforced, to prevent those horrid barbarities, pil-lage and spoliation, which have to the disgrace of civilized Society, prevailed on such melancholy occasions.*

- IX. To make arrangements with the Select Magistrates in the Country, relative to the due execution of the proposed General Police Act, with respect to the Control over the persons Licenced, and all other Duties which may be required under such a Legislative System.
- X. To obtain accurate Information, by means of regular returns from Clerks of Assize, Clerks of the Peace, Keepers of Prisons, Houses of Correction, Penitentiary Houses, and other places of Confinement; and to have constantly in view the state of delinquency in the Metropolis, and in every part of the country; preserving such accounts in registers for the purpose of reference, as occasions might arise to render them useful to public Justice.—To assist the acting Magistrates in Town and Country by conveying all useful information applicable to their local situa-

* The Registers of our Courts of Record, and other well-attested accounts, have developed scenes of unfeeling Cruelty and Rapacity, in cases of Shipwrecks, which would have disgraced the rudest and most ferocious Savages, and would lead a Stranger to suppose that we have no Laws for the prevention of such Outrages.

tions, respecting the commission of crimes, and the detection of offenders, and which might tend to the prevention of disorders, or offences meditated against the Laws.

XI. To watch the proceedings of the herds of criminal delinquents who generally leave Town every year in the month of March, after the drawing of the English Lottery, for the purpose of attending *fairs, races*, and other places of amusement and dissipation in the country, carrying with them quantities of *base Money, and EO Tables*, with a view to commit frauds on the unwary—And to give notice to the Select local Magistrates, that they and their officers may be upon their guard in defeating the nefarious designs of these miscreants, who are often disguised as farmers and laborers, the better to enable them to effect their purposes, by cheating and stealing, particularly *horses*, to the great loss and injury of the country.

XII. It is recommended by the Select Committee of the House of Commons, that the Commissioners of this Central Board should have it in their power to distribute rewards to Constables or others for meritorious services, through the medium of the Magistrates of Police, and to use such other means as should best promote the ends of Justice, and the general utility of the Institution to the community.

XIII. Under the direction of the principal Secretary of State for the Home Department, these Commissioners

missioners should avail themselves of the knowledge their situation would afford them of the degree of depravity and danger attached to the character of the different convicts; to select such as they thought proper objects for transportation to New South Wales; and to follow any other instructions they may receive for œconomizing this branch of the criminal Police of the nation, so as, if possible, to reduce the annual expence.

XIV. These Commissioners being authorized by the Lords of the Treasury, might take under their management all matters relative to the Lottery; not only with a view to a more œconomical mode of drawing the same, but also for the purpose of rendering the Revenue productive to the State, without the evil consequences which at present arise from it to the morals of the lower orders of the people, and the distresses and miseries to which its fascinating delusions subject them.

XV. It would be the duty of the Board, availing itself of the practical knowledge which may be obtained by means of a System of general superintendence in the Police Department, to attend closely to the operation of the whole of the present code of penal Laws, with respect to its efficacy and utility; and where imperfections are discovered, to suggest from time to time such improvements as may appear useful and beneficial to the Police, and to the Revenue.

XVI. The Select Committee in their Report recommend, that the proposed Board should have power

“ to

“ to make Bye-Laws for the regulation of such
 “ minor objects of Police as relate to the objects
 “ of their superintendence, and to the control of
 “ all Coaches, Chairs, Carts, Barrows, and the
 “ conduct of all Coachmen and Chairmen, Carters,
 “ &c. and the removal and prevention of all
 “ annoyances, and the correction of all offences
 “ against the cleanliness and quiet, and the free
 “ passage of the streets of the Metropolis, in like
 “ manner as is now possessed by the Commis-
 “ sioners of Hackney Coaches, and subject to the
 “ approbation of the Superior Judges.”

XVII. To superintend the general receipts and dis-
 bursements of the Establishment, and to report the
 same quarterly to the Treasury, and to the prin-
 cipal Secretary of State for the Home Depart-
 ment.

XVIII. To receive and execute the instructions of the
 Treasury in all matters respecting Finance and
 Revenue ; and the instructions and directions of
 His Majesty's Secretary of State for the Home
 Department in all matters of Police.

XIX. To establish a more correct System through
 the medium of the Select Magistrates, whereby
 the Laws for the prevention and punishment of
 offences may be more effectually and universally
 carried into execution, and not in many instances
 remain a dead letter, as at present, to the great
 injury of the community ; or be partially carried
 into effect in particular parts of the country,

against a few individuals, or for mere temporary purposes.

XX. Finally, it will be the duty of the Board to report to His Majesty in Council, and to Parliament (if required) the State of the Metropolis and the Country, with respect to criminal *Police* in all its branches, so as to bring under the review of the Executive Government *the whole criminality of the Country*, at a given period each year, where it will be accurately discovered whether it increases or diminishes.

Such are the functions apparently necessary to be assigned to the proposed Board of Commissioners, for the purpose of accomplishing the objects of improvement in the Police System, which have been recommended to Parliament by the Select Committee.

These objects are of too much importance to the Public, to the Security of the State, and to the peace and good order of Society, to be lost sight of, even for one moment.

While the morals and habits of the lower ranks in Society are growing progressively worse and worse—while the innocent and useful part of the Community are daily suffering evils and inconveniences originating from this source—while crimes multiply in all instances under the existing systems, (the Thames Police only excepted*) it becomes of importance to
 apply

* Nothing can be offered as a more irrefragable proof of the utility of a Police Institution, such as has been recommended by the
 Select

apply a remedy. In legislating with this view, the same disadvantages and difficulties do not present themselves as in many other cases, since much previous labour and investigation has been bestowed in forming a ground-work for the proposed General Police System.

Under the Sanction of his Majesty's principal Secretary of State for the Home Department, the Proposer of this Measure has, with the assistance of a learned friend, prepared a Bill, in which, while every attention has been paid to the means of accomplishing the views of the Select Committee, nothing can exceed the pains which have been bestowed *in preserving the rights of innocence, and in divesting power of the faculty of abuse.*

A line has been carefully drawn between the *noxious* and the *blameless* and useful part of the community; and while the injuries arising from the pursuits of the former are checked and restrained,

Select Committee on Finance, than the effect of the Marine Police Establishment upon the River Thames; where, in spite of a crippled System, and deficient Laws, the energy of the superintendence, and the strength of the Civil force, has, at a very trifling expence applied with strict œconomy, worked such a change in the Port of London, both with respect to the security of commercial property, and the Revenue, as would scarcely have been conceived possible. For an Account of this System, see the sixth Edition of the *Treatise on the Police of the Metropolis*: but for a more enlarged and comprehensive view of the nature and effect of the design, recourse must be had to the new *Treatise on the Commerce and Police of the River Thames, &c.* now in the press; in which the whole plan is developed, together with the Legislative System necessary to give permanent effect to the design.

the

the privileges of the latter are extended and enlarged. This, when properly contemplated, will be found to be the *true essence of good Police*—and this explains in the shortest compass that is possible, the *ultimate object of the design*.

The Bill comprehends five divisions:—The *first* authorizes *the inspection of Licence Duties on certain classes of Dealers already enumerated*:—The *second* establishes a *Board of Police Revenue, and explains its powers and functions*:—The *third* explains *the powers and regulations which apply to the Licensing System*:—The *fourth* relates to *penalties and procedure*: and the *fifth* transfers the functions of *the Officers of Hackney Coaches and Chairs, and Hawkers and Pedlars, to the new Establishment, and makes provision for such Officers as may cease to be employed*.—While the proposed duties, although light upon the individuals, promise to be productive to a certain extent; the Licensing System is likely “to purge
“the occupations placed under control from the
“imputations which are now but too deservedly
“cast upon them, and to make them by gradual
“steps the instruments of detection instead of the
“means of concealment of every species of fraud
“and violence.” †

The functions of the Board, by comprehending whatever relates to the delinquency of the country, will establish a general responsibility which does not now exist, and which never has existed, with respect to the evils arising from the multiplication of crimes,

† See the 28th Report of the Select Committee, page 4.

while

while their diminution will depend on the zeal, ability, and discretion to be manifested by those to whom this important duty may be assigned.

By this establishment of a general Police System, will it become the duty of one class of men to watch over the general delinquency of the Metropolis, and the country ;—to check its progress by lessening the resources of the evil-disposed to do injuries, and to commit acts of violence on the peaceful subject, and gradually to lead the *criminal*, the *idle*, and the *dissolute* members of the community into the paths of innocence and industry.

The collateral aids to be derived from this System of Control over Dealers and others of loose conduct, in pursuit of evil courses, will give considerable strength to the Legislative measures which are in contemplation, with respect to the *Police of the River Thames* :—*The frauds and plunder in the Naval and other public departments* :—*The Coinage of base Money*, and the *fabrication of counterfeit Bank Notes*.—Whatever has been contemplated for the purpose of checking and preventing these evils cannot be complete or effectual, until the proposed Board is established, and the Licensing System in full action.—The control of this Board is absolutely necessary to contribute to the success of the measures proposed, and to the security of public and private property against the present extensive depredations. In fact, the whole System is linked together, and its energy and success will depend on the passing of the respective Laws applicable

cable to each object of which the Police Board may not improperly be denominated *the key-stone*.

It is this responsible superintendence which is to give *life, vigor, and effect*, not only to the Laws which are in contemplation, but to many other excellent Statutes which remain at present as *a dead letter*.—Let it once become the duty of one body of men to charge themselves with the execution of the Laws for the prevention of crimes, and the detection of offences—let them be armed with proper and apposite powers for that purpose, and the state of Society will speedily become ameliorated and improved; a greater degree of security will be extended to the peaceful subject, and the blessings of civil liberty will be enlarged.

A new æra in the world seems to have commenced, which imperiously calls for the adoption of such measures; not only in this country, but all over Europe.—The evil propensities incident to human nature appear no longer restrained by the force of religion, or the influence of the moral principle.—On these barriers powerful attacks have been made, which have hitherto operated as curbs to the unruly passions peculiar to vulgar life: they must therefore be strengthened by supports more immediately applicable to the object of preserving peace and good order.

The period is approaching when to the phalanx of delinquents who at present prey upon Society, will be added multitudes of idle and depraved characters
discharged

discharged from the Army and Navy on the return of peace.—Policy and humanity require that an adequate remedy should be provided for such a contingency.—*Qui non vetat peccare cum possit, jubet.* Where the powers of a State are not employed to avert apparent and threatened evils, a tacit assent is given to the commission of crimes. On the contrary, where means are used to check the progress of turpitude and vice, and to compel obedience to the Laws, the comfort of Society is promoted, and the privileges of innocence are secured.

If in the accomplishment of the design which has been recommended by the highest authority, these objects shall be gradually attained—If it shall operate in preventing acts of violence and fraud from being committed upon the peaceful subject ; while means are discovered through the medium of a well-regulated Police, whereby the unfortunate, and even the idle and the dissolute may possess a resource for subsistence by honest industry, without having any pretended plea of necessity for resorting to Crimes ; great, indeed, would be the benefits which would result to the Public. This would be at once the triumph both of reason and humanity.

The first step is, to attend to the Morals and the Habits of the rising Generation ; to adapt the Laws more particularly to the manners of the People, by minutely examining the state of Society, so as to lead the inferior orders, as it were, insensibly into better Habits, by gentle restraints upon those propensities which terminate in Idleness and Debauchery ;—to
remove

remove temptations, in their nature productive of evil, and to establish incitements to good and useful pursuits.

Among a variety of other Functions which would devolve on the proposed Commissioners, perhaps one might be to offer suggestions to the Executive Government, with respect to such useful Regulations as might arise from the extensive knowledge which they must necessarily acquire as to the condition and pursuits of the labouring People ; and hence would result one of the greatest means of preventing Crimes, and improving the Condition of human Life.

But while it is acknowledged to be a vain hope to reduce the tumultuous passions of Men to absolute regularity, so as to render the Commission of offences impracticable ; it is equally clear (and it is even proved by the State of Society, where Public Morals have been more effectually guarded), that it is possible to diminish the Evil very considerably.

By the establishment of a well-conducted Board of Police, a confident hope is entertained that this purpose is attainable ; and in this view (although it is to take nothing from the present Resources of the State), it is a blessing to the Nation, which could scarce be too dearly purchased at any price.

APPENDIX.

A General View of the BILLS which have been prepared for improving the GENERAL and LOCAL POLICE of the Country, under the sanction of His Majesty's principal Secretary of State for the Home Department.

 NUMBER I.

A BILL for the ESTABLISHMENT of a BOARD of POLICE REVENUE—for the suppression of divers Offices, and for the more effectual prevention of Larcenies and other offences, by the Licensing and regulation of divers Trades, and for granting certain duties to his Majesty for the purposes of Police.

The preamble to this Bill is in these words :—

WHEREAS by the natural facilities administered by divers Trades and Occupations, to the receipt and advantageous disposal of goods stolen, or otherwise unlawfully obtained, great and manifest encouragement is afforded to Larceny, and other species of depredation ; to the reproach and injury of the fair Trader, as well as to the insecurity of Property in general ; which
encouragement

encouragement might be done away, and such unlawful dealings in a great degree suppressed, and His Majesty's Revenue at the same time augmented, were the exercise of the said trades and occupations subject by means of Licence Duties, to appropriate Regulation and Control.

AND WHEREAS, great difficulties are daily experienced in investigating and pursuing the traces of delinquency, for want of an all-pervading system of National Police, having its chief seat, or central point in the Metropolis, and from thence maintaining a close and connected chain of correspondence, by receiving information, and communicating the same with regularity and promptitude to all parts of this United Kingdom, by a permanent authority, which, in consideration of the continually accumulating fund of information and experience so collected and preserved, might moreover stand charged in an especial manner with the business of devising, selecting, and annually reporting to His Majesty in Parliament, such measures as shall in any degree be conducive to the more effectual prevention of Crimes,—to the lessening of the demand for punishment, and—to the diminishing the expence, and alleviating the burden of Prosecutions—to the turning of the hearts, and arresting the hands of evil doers,—to the forewarning of the unwary and the preservation of the untainted, thus returning to Police its genuine character, unmixed with those judicial powers which lead to punishment, and properly belong to Magistracy alone;—may it therefore please your MAJESTY, That it may be Enacted, &c.

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THE SUBSTANCE of *this* BILL is comprised under
six heads.

- The 1st.* Authorises the Licencing of eleven classes of Trades and occupations.
- 2d.* Authorises the establishment of a Board of Police Revenue ; and explains the functions and powers of the Commissions, &c.
- 3d.* Authorises the establishment of certain Rules, as to the mode of granting Licences, &c.
- 4th.* Authorises and establishes Regulations respecting the persons Licenced.
- 5th.* Authorises the mode of procedure and penalties,—&c.
- 6th.* Authorises the transfer of the functions exercised by the Commissioners of Hackney Coaches, and Chairs, and Hawkers and Pedlars, to the Board of Police Revenue, (as recommended by the Select Committee of the House Commons,) and provides an allowance to the Officers of the abolished Offices—with other miscellaneous matter.

APPENDIX. NUMBER II.

A BILL for better PREVENTING the COUNTERFEITING of the GOLD, SILVER, and COPPER MONIES of this Realm ; and for preventing the *Buying, Selling,*

Paying and Putting off—Uttering or tendering in Payment such COUNTERFEIT Monies ; and for more effectually preventing ROBBERY within his Majesty's MINT :—And for providing proper REWARDS for *Apprehending and Convicting Offenders* against the Laws relating to *Coin*, and for the expences of prosecuting such offenders.

The preamble recites several Acts of Parliament, which appear to have been ineffectual ; after which it is enacted,

- 1st. That it shall be felony, punishable by Transportation for seven years, to make evasive Copper-money or blanks, with any device, to pass as the Coin of the Realm.
- 2d. That it shall be felony, punishable by Transportation for seven years, to make dies, &c. having such evasive impressions, or to have such in possession for Coining Copper-monies.
- 3d. That all Presses, Mills, and other implements, which may be perverted to the purpose of Coining Counterfeit money, shall be Registered, and a Certificate of such Register taken out—*Penalty* 50*l.*
- 4th. That it shall be a Misdemeanor (*Penalty* 20*s.*) to utter base Copper-money, or Tokens,—with power of mitigation to 10*s.*
- 5th. That Warrants may be issued on due information, for searching for Coining Implements, and Counterfeit Money.
- 6th. That it shall be Felony to buy or sell Counterfeit Money not cut in pieces, for less than its value.

7th. That it shall be Felony (without Clergy) to rob the Mint.

8th. That Rewards shall be paid on the Conviction of Offenders.—

9th. That provision shall be made for the expence of prosecutions.—

APPENDIX. NUMBER III.

A BILL for the more effectual prevention of DEPREDATIONS on the RIVER THAMES, the preamble of which is in these words :

WHEREAS for want of an appropriate Guard and superintending authority constantly resident on the spot, the practice of committing Depredations on the Cargoes, Stores, and Materials of Ships and Vessels lying and being in the River Thames, notwithstanding the good and wholesome laws in that case made and provided, have risen to a very high and mischievous pitch of enormity, to the great damage, not only of the Freighters and Owners of such Vessels, but also of His Majesty's Revenue; and whereas by means of certain arrangements of a temporary nature lately made by, and under the sanction of His Majesty's Royal Authority, the said enormities have been in a very considerable degree repressed; but the benefit derived from the said arrangements

cannot be perfected, or rendered permanent without the aid of Parliament, &c.—

The Substance of this Bill is comprised under the following heads :

The first; Authorises the establishment of a Thames Police Office, at or near Wapping-New Stairs, and the appointment of *three Special Justices* with certain powers of management,—and of appointing and dismissing various classes of Subordinate Officers, controled to a certain extent by the Lord Mayor and Aldermen, and the Trinity-House.—

The 2d. Authorises two separate funds to be raised for defraying the expences of the Institution.—The first which is denominated *the Office Fund* arises from Fees, Penalties, Forfeitures, and Licence-Duties, to be paid by Contracting Lumpers, which are to be applied in defraying such expences as are over and above the expences of the other Police Offices.—The second, which is denominated *The Police Guard Fund*, arises from certain Tonnage Duties, to be assessed upon the Trade and Shipping of the Port of London by Commissioners appointed by the different classes composed of Merchants and Ship Owners, who contribute to this fund, which may be reduced to

any amount, but which in no case can exceed 10,000l. a year.

The 3d. Relates to the appointment of the *Thames Police Commissioners*—The mode of choosing them, and the Functions they are to exercise—To raise and levy the *Police Guard Fund*—To Licence Lumpers, in conjunction with the Special Justices—To make Regulations for the Government of working Lumpers, by ascertaining the conditions of their agreements, and regulating their Apparel, by prohibiting habiliments contrived for secreting Plunder, &c.—To appoint (at the instance of Owners or Consignees), Ship Inspectors, to save Spillings, Drainings, &c.—also Wharf and Warehouse Inspectors, and generally to make regulations relative to the Shipping, Unlading, Landing, Warehousing, and Sampling of Goods, for the prevention of in all cases, of wilful or accidental Waste or Depredation, subject to be annulled by the King in Council, at the instance of the Lord-Mayor, Treasury, or Board of Customs.

The 4th. Relates to Provisions for securing the good behaviour of Lumpers, Coopers, Watermen, and Lightermen, employed in discharging Ships.—The Master Lumpers to be Licenced, and the Working Lumpers
Registered

Registered—the Special Justices to be furnished with the Names and places of Abode of Lumpers, Coopers, Watermen, and Lightermen employed on Board each Ship.

The 5th. Relates to Provisions, specially applied to Ships, such as the appointment of Constables, as Guards, on the application of Owners, &c. — Regulations respecting Watchmen—Powers to Police Surveyors to visit Ships under discharge, for the purpose of directing Ship Constables, and inspecting the conduct of Lumpers and Coopers.—The duty and powers of Ship-Masters, with respect to the prevention and detection of Pillage.—Master Lumpers required to search their Labourers.—Special Provisions relative to Coal Ships, to prevent the stealing of Coals by Coal-heavers.

The 6th. Inflicts slight Penalties, (recoverable by summary procedure, on circumstantial evidence, aided by the examination of the Delinquent,) attaching upon practices immediately connected with the design of Depredation ; but previous or subsequent to the Felonious Act.

Thus it is made penal—

to injure Packages, for the purpose of profiting
by the Waste—

to

to have concealed Instruments for drawing off
Liquor—

to throw Goods over board to prevent discovery—

to have Goods, composing the Cargo, or materials of Ships in possession, and not giving a good account how obtained—

to fabricate false Bills of Parcels to cover suspected Goods—

to carry off, and suffer Coals to be carried off, from Ships, except in course of Trade—

to injure or destroy Police Office Boats—

to obstruct Officers in the execution of their Duty, to suppress evidence, &c. &c.

The 7th. Consists of Miscellaneous Articles — Amendments of the Bumboat Act—Powers of Marine Police Officers the same as Parish Constables, with respect to search, seizure, and arrest on view on suspicion of Petty Thefts committed in Ships, Lighters, &c.—like powers with respect to Search Warrants—Misdemeanors now punishable by Transportation for seven Years, deemed Felonies.—

The privileges of the City of London preserved by specific Clauses.

APPENDIX. NUMBER IV.

A BILL for the more effectual *prevention of Frauds, Embezzlements, and Depredations* on his Majesty's *Naval, Victualing, and other Stores.*

It is proposed by this Bill, among other regulations, to provide minor Punishments, in all cases where the Pillage, or Embezzlement, may be too inconsiderable, or the proof, although conclusive as to the guilt of the Offender, insufficient as to legal nicety, to bring under the cognizance of a Superior Court ; with this view it is proposed—

- 1st. To extend the Provisions and Powers of the Bumboat Act, and particularly the Thames Police Bill, to the protection of his Majesty's Stores at all Ports in the Kingdom.
- 2d. To authorize the establishment of a Police Office* with one Justice, one Clerk, two House, and four Boat Constables, at *Chatham, Portsmouth, and Plymouth*, with power to these, and other Police Constables, to board all Hoys, and other Craft, in his Majesty's Service ; and where Stores are found which appear to be abstracted from the

* The whole expence is estimated not to exceed 1000l. a year at each Dock-yard, which would be compensated much more than one hundred fold in the benefit which would arise from these establishments.

Cargoes,

Cargoes, the parties to be dealt with according to Law.

3d. To authorize the Seizure of Boats, Carts, or Carriages, having King's Stores therein, and to be disposed of according to the Thames Police Bill.

4th. To authorize the Commissioners of the Navy, and Magistrates, to grant Warrants to search for Stores suspected to have been unlawfully obtained, without any proof of such Stores being actually stolen—The Warrants of the Commissioners to be executed in any County.

5th. Persons having possession of New Stores, or Stores not more than one-third worn, with the King's Mark thereon, to be guilty of Felony, and Transported for 7 or 14 Years.

6th. Persons Defacing, or Obliterating, the King's Mark, to be guilty of Felony, and Transported for 7 or 14 Years.

7th. If Stores having the King's Mark should be found intermixed with Stores not having such Mark—if the party, in whose possession they are found, shall not give an account, to the satisfaction of any one Justice, how he came by such unmarked Stores, the same shall be forfeited, and sent to his Majesty's Repositories.

8th. Rewards shall be paid for meritorious Services, in apprehending and bringing Offenders to Justice.

CONCLUSION.

CONCLUSION.

As these four Bills hang by links on each other, in order to give complete effect to any one of them, they must all necessarily have the sanction of the Legislature. They are parts of a great *whole*, upon which depends the general success of the Plan of Police, which has been recommended by the Select Committee of the House of Commons.—The Central Board, by controlling the Receivers of stolen property, and other descriptions of persons dangerous to the Community, will encircle the design; while each Department, aided by the Legislative regulations, which apply to particular cases, will become parts of the General Police Machine, which is proposed to be employed for the benefit of the Public in the prevention of Crimes.

THE END.

